

Message Text

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ACTION EUR-12

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TO SECSTATE WASHDC 2810

INFO AMEMBASSY BERLIN UNN

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AMEMBASSY MOSCOW

C O N F I D E N T I A L USBERLIN 1486

E.O.11652: GDS

TAGS: PFOR, PGOV, WB, UR, GE, GW

SUBJECT: PEACEFUL CHANGE IN EUROPE AND THE BERLIN DUCKBILL

REFS:A) MOSCOW 11115(NOTAL), B) USBERLIN 1424,

C) USBERLIN 1409

1. WE HAVE NO EXPLANATION AS TO WHY SOVIETS WOULD CHOOSE TO GIVE THEORETICAL EXPOSITION OF PEACEFUL CHANGE OF FRONTIERS(REF A), BUT THERE IS ONE SMALL FRONTIER CHANGE CURRENTLY BEING BRUITED, ABOUT IN BERLIN WHICH COULD FIT NICELY INTO PRAVDA'S MODEL. THIS IS PROBLEM OF ORANIENBURGER CHAUSSEE " DUCKBILL" WHICH HAS ARISEN IN CONNECTION WITH GDR OFFER TO OPEN NEW CROSSING POINT FOR TRAFFIC IN EXTREME NORTHERN PART OF WEST BERLIN. AS DESCRIBED REFS B AND C, SMALL PROJECTION OF GDR INTO WEST BERLIN AT THIS POINT MAKES TRAFFIC FLOW TO PROPOSED CROSSING POINT EXTREMELY IMPRACTICAL. SENAT HAS PROPOSED THAT " DUCKBILL" BE ELIMINATED EITHER BY EXCHANGE OF TERRITORY , PURCHASE OF TERRITORY OR BY TUNNEL.

2. THERE IS SOME REASON TO SUSPECT THAT GDR WOULD
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JUST AS SOON SEE SENAT TURN DOWN CROSSING POINT.

ITS INITIAL REACTION WAS TO REJECT, ALL OF SENAT'S SUGGESTIONS.

NONETHELESS, SHOULD SENAT OR FRG SWEETEN FINANCIAL POT SUFFICIENTLY AS IS SO OFTEN CASE IN INNER-GERMAN NEGOTIATIONS, IT IS NOT INCONCEIVABLE THAT IDEA OF TERRITORY SWAP COULD BE REVIVED. WERE THIS TO HAPPEN, WE WOULD IMAGINE THAT GDR WOULD FIND PRAVADA DISCUSSION VERY USEFUL. CONVERSELY, A SENAT-GDR DEAL ALONG THESE LINES WOULD BUTTRESS EASTERN INTERPRETATION OF WHAT THIS IMPORTANT PART OF CSCE DECLARATION OF PRINCIPLES REALLY MEANS. THUS, APPLYING PRAVADA'S CRITERIA TO A DUCKBILL EXCHANGE , GDR AND SOVIETS WOULD EMPHASIZE THAT SENAT-GDR RELATIONS ARE ON A STATE TO STATE LEVEL, WITHIN THE SCOPE OF THE CSCE FINAL ACT, AND, PERHAPS MOST PIQUANT TO THE EASTERN PALATE, THAT PEACEFUL CHANGE OF FRONTIERS EVEN IN INNER-GERMAN CONTEXT IS FAR-REMOVED FROM WHAT FRG ENVISAGES. A DUCKBILL EXCHANGE WOULD ALSO BE FREE OF MOST IF NOT ALL THE QUADRIpartite COVER THAT WAS EXTENDED TO TERRITORY SWAPS CARRIED OUT IN 1972 PURSUANT TO QUADRIpartite AGREEMENT AND THAT ACCORDINGLY SOURED THE STATUS IMPLICATIONS OF THOSE EARLIER FRONTIER RECTIFICATIONS.

23. WE WOULD DOUBT SERIOUSLY THAT APPEARANCE OF PRAVDA ARTICLE SHORTLY AFTER EMERGENCE OF DUCKBILL QUESTION IS CAUSE AND EFFECT, BUT THOUGH ORNITHOLOGICAL IMAGE IS NOT EXACT, PRACTICAL PROBLEM IN NORTHER BERLIN DOES SEEM TO DOVETAIL WITH SOVIETS' THEORETICAL CONSTRUCT. WE WOULD BE INTERESTED TO SEE WHETHER GDR COMMENTATORS PICK UP PRAVDA PIECE AND ADD ANY SPECIAL TWIST TO IT THAT MAY SUGGEST EVOLUTION OF GDR THINKING ON NORTHERN CROSSING POINT.
GEORGE

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